

**MINUTES  
of the  
THIRD INTERIM MEETING  
of the  
CAPITOL BUILDINGS PLANNING COMMISSION**

**September 24, 2007  
Room 321, State Capitol  
Santa Fe**

The third 2007 interim meeting of the Capitol Buildings Planning Commission was called to order by Speaker Ben Lujan, co-chair, on September 24, 2007 at 1:45 p.m. in Room 321 of the State Capitol in Santa Fe.

**Present**

Representative Ben Lujan, Speaker of the House, Co-Chair  
Arturo Jaramillo, Secretary, General Services Department (GSD), Co-Chair  
Stuart Ashman, Secretary, Cultural Affairs Department (CAD)  
Deputy Secretary Gary Giron, Designee for Rhonda Faught, Secretary, Department of Transportation (DOT)  
Senator Stuart Ingle, Minority Leader  
Clarence Smith, Designee for James B. Lewis, Treasurer, State Treasurer's Office  
Joyce Pankey, Designee for Patrick Lyons, Commissioner of Public Lands, State Land Office (SLO)  
Katherine B. Miller, Secretary, Department of Finance and Administration (DFA)  
Barbara Gay, Designee for Arthur W. Pepin, Director, Administrative Office of the Courts (AOC)  
Representative Thomas C. Taylor, Minority Leader

**Absent**

Senator Ben D. Altamirano, President Pro Tempore

**Staff**

Paula Tackett, Legislative Council Service (LCS)  
Roxanne Knight, LCS  
Jacob Winowich, LCS  
Bill Taylor, Director, Property Control Division (PCD)  
Lemoyne Blackshear, PCD  
Pamela Nicosin, PCD

**Guests**

The guest list is in the meeting file.

Copies of all handouts and written testimony are in the meeting file.

**Monday, September 24**

The co-chairs welcomed commission members and guests.

### **Call to Order and Adoption of the August 21, 2007 Minutes**

Secretary Jaramillo and Speaker Lujan called the meeting to order at approximately 1:45 p.m. The minutes from the August 21 meeting were unanimously adopted without changes.

### **Update of Albuquerque and South Capitol Master Planning**

- **Los Lunas**

John Petronis and Andy Aguilar from Architectural Research Consultants (ARC) began the master planning update with an explanation of the state-owned lands and buildings in Los Lunas. Most of the 2,000 acres of state land in Los Lunas is not incorporated into the village. There are grassland areas, the former hospital site, correctional facilities and some agricultural, game and fish activities on the Los Lunas site. Total space occupied by state agencies in Los Lunas is 232,700 gross square feet (gsf), not including the corrections campus, residential leases or vacant buildings. The population in Valencia County continues to grow, driving demand for infrastructure to address state services and, in particular, transportation. The Rail Runner is going to Los Lunas and additional road improvements are being made. Existing state lands will be affected by the population growth, eventually requiring a greater state presence to serve that population.

At the previous commission meeting, representatives from the Human Services Department (HSD) had expressed concern about the construction of a substance abuse treatment facility at the Los Lunas training center. The commission had directed the ARC and HSD representatives to meet and report back to the commission with regard to the compatibility of the treatment facility and the overall master planning for the site. Because there are several other potential or planned uses for the Los Lunas area, it is critical to ensure that the HSD substance abuse facilities, which will require construction in multiple phases, are located in an area that can have its own campus setting.

There is a state game and fish refuge for the silvery minnow under construction on the northeast corner of the Los Lunas hospital site. It will need to use some of the site's water rights. There are 288 acres of vacant land at the grasslands site. It is surrounded by light industrial use (south), the Pueblo of Isleta (north) and undeveloped land (west). Utilities are nearby in the Village of Los Lunas. The site has water rights, which the state needs to preserve.

More than 1,200 acres are for corrections use. They are not within the village boundary. Most of the land on this site has low visibility and minimal local road access. There is potential for a new interchange and river bridge corridor in the area. This site has water rights that need to be preserved. Adjacent lands will likely be developed as residential.

The Los Lunas hospital site is a large, 185-acre parcel that is partially undeveloped, and the buildings on it are in poor condition, which will require considerable investment to upgrade or replace. The site has good access and visibility, although the traffic on Main Street in Los Lunas

can get congested. The western portion is vacant; the central portion is where the hospital complex and other state users are located. The eastern portion is leased to others. The site is surrounded by educational, residential, institutional and commercial uses.

Representative Taylor inquired about the availability of statewide data, including how much square footage the state leases, how much acreage it leases, where the leases are and why the leases are needed. The ARC representatives responded that the compilation of data is in progress. The PCD is working on this in conjunction with other planning initiatives. Speaker Lujan wanted to know if there is an inventory of the state's water rights on state lands. Ms. Pankey reported that the SLO's web site contains an inventory of acreage under the purview of the commissioner of public lands.

When asked if the new courthouse in Los Lunas was constructed on leased land, the PCD representatives responded that it was. Ms. Tackett was asked if there are schools located on leased land in places such as Los Lunas, to which she responded that most charter schools are, but not all. Secretary Miller wondered why the Los Lunas properties are being leased to Valencia County and the Village of Los Lunas rather than being sold. She expressed concern that the State Board of Finance is approving long-term leases on state properties. Mike Trujillo, a former county manager for Valencia County, said the leases were done years ago in the 1980s, just after the hospital closed. Leases were typically done for 25 years or more, with some done for up to 99 years. Speaker Lujan suggested that additional coordination is necessary with regard to these leases, because the state is carrying these lands as assets, yet has little control over them once they are leased.

During the presentation it was noted that shorter-term leases create bonding issues for local governments. Speaker Lujan wondered if the state and local governments might be better off if the land is transferred rather than leased, particularly because many of the leases are for the rate of \$1.00 per year.

Secretary Ashman inquired about cultural properties at the old hospital. The PCD staff reported that none is officially listed as cultural properties; however, the superintendent's house at the front of the property is of some cultural interest to the community.

Secretary Miller inquired about the 1.5% growth rate projected by the master planners. Mr. Petronis noted that the percentage is not directly tied to population growth; rather, it is a reasonable mid-point projection based on a 3% growth rate for planning purposes.

Speaker Lujan said there is a Youth Diagnostic and Development Center (YDDC) request for \$10 million in capital improvements, and he inquired if this is reasonable if the Children, Youth and Families Department (CYFD) management is willing eventually to move its operations to Los Lunas or elsewhere. The ARC representatives indicated that they would research the CYFD needs and preferences, but that they would also be identifying infrastructure at the Los Lunas site and looking at long-term plans for the possible option of moving the YDDC to Los Lunas.

Secretary Jaramillo inquired about the substance abuse facility wanted by the HSD and whether the ARC staff has been communicating with the HSD. It was reported that the ARC, the PCD, the LCS and the HSD staff had met in a workshop to review the matter, and the ARC concurred that there is space for the facility in Los Lunas that would be consistent with the master planning for the site, even if the old hospital site would not be appropriate.

- **Albuquerque Area**

The region is expected to grow in population, resulting in the need for growth in state services and state facilities. The projections are for state office space to double within 40 years, assuming a 1.5% annual growth rate. In response to questions from Secretary Jaramillo about the Albuquerque Central and San Mateo site, the ARC planners said they will explore developing state campuses via the purchase of existing properties, the lease-purchase of others and direct state capital development. They reported that the PCD is still doing its due diligence on the Bank of the West site and is otherwise still looking at land for sale in the Albuquerque area. They might propose some combination of alternatives. Secretary Jaramillo inquired if there would be space at the YDDC (Super Complex) site for administrative offices. The ARC reported that the YDDC site is not ideal for all of the agencies housed at the San Mateo site, but that it might be able to absorb some offices. Speaker Lujan suggested that the commission consider something for Albuquerque that is similar to the Santa Fe Super Complex proposal.

- **Super Block Complex — YDDC**

Within the Albuquerque area, one particular site has potential for a Super Block Complex. Located in this area are special-use tenants having long-term juvenile commitments. Tenants located there, whose staff were interviewed, include Sequoyah, the YDDC and Camino Nuevo. When interviewed by the master planners, the tenants reported significant facility investments and geographic advantages for their current locations. It is not necessary that the "administrative" tenants remain at the site, but they were placed there originally because space was available. It is possible for them either to be relocated or to stay at this location. Utilities are available throughout the site, but capacity is limited. Existing systems are in need of retrofitting.

There are proposals for the use of undeveloped land. The DOT is interested in a portion of the land adjacent to its property. There are some constraints: topography is difficult on a large portion of the site; infrastructure utilities are limited in capacity and the condition is fair; existing facilities vary in condition but will need ongoing renewal; and existing programs are ongoing — they intend to stay, but they might be relocated as development pressures increase. There are opportunities for phased development on the eastern 13 acres, which could potentially serve as a location for a portion of the state agencies located on leased property in Albuquerque. Candidates for this site include agencies that tend to serve the professional community or government personnel or who provide statewide services (e.g., public employee interests, commissions and boards and regulation and licensing authorities).

Current total space occupied by candidate agencies equals approximately 200,000 square feet to house 650 people. The site size required to support current and future needs for current candidate agencies is 10.21 acres.

The CYFD has a temporary facility on the site in partnership with the Energy, Minerals and Natural Resources Department. Bernalillo County recently received legislative approval (2007 HJR 14) for a right of way to widen Edith Boulevard. This includes construction of a detention pond to store runoff and leasing 10.5 acres of property. The county will have an option to purchase within five years. Other potential state use might include the Rail Runner, parking for the Rail Runner and other specialty uses.

- **South Capitol Planning Review**

In the original master plan approved by the commission, future development was intended to meet the state's needs within designated campuses; to meet adopted location principles; to locate or relocate agencies gradually as opportunities might become available; and to co-locate agencies or functions according to adopted criteria.

The main Capitol Campus is for constitutionally created or statutorily attached agencies, which have a high degree of legal or financial responsibilities and a high degree of interaction with other constitutional agencies as well as a special relationship to the Capitol area.

The South Capitol Campus was approved for administrative offices, administrative support offices and field offices. The West Capitol Campus was approved for agencies having high interaction with the public, including field offices and support functions. Other campuses might be specialized by function. Future development should continue to meet state needs within the designated "campuses". Co-location of agencies or functions should be done according to adopted criteria. Given that the DOT is revisiting site development options for the site, there is a major opportunity for cooperative planning between the state agencies. Deputy Secretary Giron reported that the DOT and the DOT Commission are willing to sit down and discuss long-term South Capitol needs, but that it needs to be done as soon as possible. The presenters recommended exploring this potential to meet combined state needs.

On state lands in the South Capitol area, the DOT needs a Rail Runner station and multimodal facility. What is now being called the Health and Human Services (HHS) Complex could be accommodated on the site to house the CYFD, the HSD, the Aging and Long-Term Services Department and the Department of Health (DOH). The ARC staff reviewed the HHS needs for square footage, land acreage for surface and structured parking and relocation factors. The ARC proposed that a unified implementation strategy be developed that would propose realistic phased development and assess all capital funding options, including traditional sources (general fund and bonding), taking into consideration the use of lease revenues and state land ownership as well as public-private partnerships.

The PCD staff noted that use of the South Capitol Campus for the HHS Complex will require a policy change because there may not be sufficient parking to "guarantee" one space for every employee. Speaker Lujan inquired about the accessibility of the Las Soleras site as compared to the Valdez Park site. It was noted that the Valdez Park site has less road infrastructure. Also, Deputy Secretary Giron noted that there may not be a Rail Runner station at the Las Soleras site at this time. Senator Ingle inquired about who is the owner of the Las Soleras

site because the state does not own the property. There was discussion about the efficiency of office space, and it was noted that new facilities at the South Capitol Campus would be far more efficient than current leased space.

### **HSD Strategic Planning for Facilities Overview, HHS Complex (Formerly Super Complex) and HSD Substance Abuse Facility in Los Lunas**

Secretary of Human Services Pamela Hyde and Paula Maglione, bureau chief, HSD, appeared before the commission to review the agenda items. Secretary Hyde stated that she was not scheduled for enough time on the agenda to review all of the facility needs of the HSD, but she pointed out that the HSD "touches one in three" New Mexicans through the agency's field offices, many of which need upgrades. The HSD wants to keep facilities within proximity to the public. Also, she indicated support for the HHS Complex proposed for Santa Fe, which she believes is an excellent example of the possible benefits of co-locating state agencies.

- **Los Lunas Substance Abuse Facilities**

Methamphetamine abuse has grown to epidemic proportions in New Mexico communities. As a result, the 2007 legislature appropriated \$5 million of capital and \$250,000 in general fund money to plan, design, construct, renovate and equip an outpatient substance abuse treatment facility in Los Lunas. Treatment is significantly less expensive than incarceration. Individuals who experience treatment are more likely to be drug-free and less likely to commit additional crimes than individuals sent to jail. Individuals with substance abuse problems cost society a significant amount in lost wages, and social welfare, health care and criminal justice costs. After treatment, those costs are reduced, and a significant number of people get and keep jobs and become taxpayers. A comprehensive continuum of substance abuse treatment services is needed, ranging from residential to intensive outpatient programs. Outpatient and recovery support/aftercare services are recommended for each of the target populations. The nationally recognized matrix model will serve as the treatment model, incorporating evidenced-based practices and elements of relapse prevention, cognitive-behavioral, psycho-educational and family approaches, as well as 12-step program support.

A Los Lunas site would offer an intensive outpatient treatment and training "leased" facility. It would be a 28,000 square-foot facility.

The HSD has requested \$5.9 million for FY09 to complete the women's residential treatment facility, whose total cost is estimated at \$10.9 million. Funding will be requested in FY10 for the men's residential treatment center.

Components of a state-of-the-art substance abuse campus include gender-specific treatment, trauma-informed care, integrated treatment for co-occurring mental health issues, dialectical behavior therapy, case management, peer supports and childcare services. The residential treatment component provides 24-hour room and board to individuals who do not have a safe and drug-free place to live in the community, do not have control of their substance use or do not have access to treatment in their communities. The women's residential treatment program will provide, in addition to the 16 treatment beds for women, 10 to 14 beds for the women's

children. The training center will support the workforce development and training on the evidence-based treatment models and service components identified for the continuum of treatment services. Technical assistance and support for the development of telehealth and telemedicine to address rural/frontier and racial/ethnic disparities in services delivery will also be included. There are several project phases from FY08 through FY10.

The department has a few other space needs, which the secretary offered to cover at a later date when there would be more time.

Secretary Hyde indicated her concern that the appropriate site be selected at the Los Lunas corrections site. She wants the location to be easily accessible and inviting for people coming to the site for training. The site should be close to roads and have good visibility. The outpatient facility would be leased at first and then turned over to a nonprofit entity.

Representative Taylor asked a variety of questions about the cost of the facilities and the projected allocations of the costs. Senator Ingle inquired as to what type of nonprofit might operate the facility, to which the secretary responded that such entities might be a university, an HSD service provider or a group of providers. She noted that there will be some federal requirements that have to be met; otherwise, it will risk losing Medicaid funding. Although persons will receive treatment for both drug and alcohol use, she expects drug treatment to be covered rather than alcohol treatment. Due to the daily program type, she expects patients to be more localized. Speaker Lujan suggested that the HSD consider lease-purchase options as well as the leasing option. Secretary Hyde responded that the lease is the fastest way to get the facility going now, but she indicated that she would study the options.

### **DOH Strategic Planning for Facilities Overview**

Dr. Alfredo Vigil, secretary, and Duffy Rodriguez, deputy secretary, gave an overview of the strategic planning process and facility needs of the department. First, Dr. Vigil asked permission to present briefly information about his request for a new school of dentistry in New Mexico.

He said New Mexico is facing a critical shortage of dentists, especially in rural areas. In 2000, the state ranked forty-ninth in the nation in dentists per capita. In 2000, 616 dentists and 560 dental hygienists were practicing in New Mexico. In 2000, there were 33.8 dentists per 100,000 New Mexicans, well below the national rate of 63.6. The number of dentists in New Mexico increased only 2% between 1991 and 2000, while the state's population grew by 18%. Currently, two New Mexico counties have no dentists, four counties have only one dentist and six counties have only two dentists. A school of dentistry would increase the number of dentists and oral hygienists in urban, and more importantly, rural areas of the state; allow for a more diverse and representative dental workforce in the state by recruiting and training New Mexicans; offer incentives for trained dentists and dental hygienists to serve in New Mexico; support dental residents to gain clinical experience in patient-centered community delivery sites; focus on training dentists to provide care to low income and rural populations; and provide increased services to disadvantaged populations, including persons on Medicaid, in rural areas and with

disabilities. A school of dentistry supports the governor's health and human services goal #6: "improve health care and human services by investing in workforce development and infrastructure".

In the second part of the presentation, Ms. Rodriguez reviewed the department's 2009 infrastructure capital improvement plan. She reviewed the top five priorities for the DOH:

1. facility patient health and safety - \$5,859,000;
2. facility continued construction and renovation - \$54,205,000;
3. public health offices - \$4 million;
4. facility upgrades statewide - \$5 million; and
5. the Scientific Laboratory Division - \$450,000.

### **Report — HHS Complex and Site Assessment Evaluation**

Bill Taylor, with the assistance of Glenn Fellows from SMPC Architects, provided information about the proposed HHS Complex. They reviewed the updated site assessment evaluation. They noted that originally, \$1.4 million was appropriated in 2004 for commencement of the project. The project evolved to one requiring 650,000 square feet of facilities to co-locate agencies and move them out of leased spaces. The Public Education Department was brought into the co-location, and they soon realized that the original site at Valdez Park would not be sufficient. They started looking at the other sites noted in the assessment.

There was considerable discussion about the methodologies used to assess points on the potential candidates for land acquisition. Mr. Taylor indicated he is satisfied with the criteria. He stated that there would need to be a change in the policy that currently allows for one parking space per employee, as the parking facilities will not accommodate that in the future. Deputy Secretary Giron had some questions about the site appropriateness in relation to the Rail Runner. There were questions about the number of square feet required in the facilities per employee, and there were additional concerns about consolidation of administrative services among agencies.

### **State Property Updates and Project Status**

Mr. Taylor provided updates on the various projects of concern to the commission:

- Capitol Parking Structure. The design build criteria is moving forward. He hopes to advertise during or after the 2008 legislative session, as he wants to finish construction before the 2009 legislative session. Currently, traffic studies and surveys are being done. The speaker expressed concern about delays, to which Mr. Taylor responded that the design phase is still under way and the contracting process takes time. Mr. Taylor expects the design/build phase to move rather quickly. The request for proposals (RFP) will ask for bids for construction of up to 600 spaces.
- Coughlin Building in Main Capitol Campus. The PCD is getting surveys done now and will be going to the State Board of Finance in November to obtain the final approval to purchase.
- West Capitol Campus — the land purchase from the federal General Services Administration and the U.S. Forest Service. The PCD is continuing to discuss this



purchase with the federal entities and with Senator Jeff Bingaman to get congressional support for the sale.

- Old Metropolitan Court. The PCD has issued two RFPs with no responses received.
- Galisteo Property, Santa Fe. The PCD is still preparing an RFP for the lease/sale.

The speaker asked if the state could sell land to a developer and then lease to own it back. Ms. Tackett answered that this option is possibly not precluded, but it needs to be further explored. The speaker inquired about the Labor Department property, and Mr. Taylor noted that his staff are trying to figure out how to meet the department's needs. Speaker Lujan suggested the commission look at selling, and then leasing back to own.

- State Laboratories in Albuquerque. Mr. Taylor reported the project will go out to bid in November. Preliminary cost estimates are coming in a bit low, but he will have firm bid costs in time for the legislative session. He is confident the bids will come in at or below the appropriated levels. The PCD and the University of New Mexico are still looking at setting values on such items as utilities. All land issues regarding the five acres have been resolved. Ms. Tackett inquired about the additional two acres for the crime laboratory, and Mr. Taylor said that this had been put on the back burner. One issue involves the value of the building that would be traded for the two acres and the issue of the value of utilities.

#### **Public Comment and Other Business**

None.

#### **Adjourn**

The meeting was adjourned at approximately 4:00 p.m.